

Message Text

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PAGE 01 KINGST 02123 232248Z
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E.O. 11652: GDS
TAGS: PEPR, AMGT, JM, US
SUBJECT: U.S. GOALS AND OBJECTIVES IN JAMAICA: SUMMARY

REF: A. STATE 037395, B. STPE 034007

1. OUR INTERESTS IN JAMAICA--BILATERAL, REGIONAL AND
MULTILATERAL-- REMAIN UNCHANGED FROM THOSE IDENTIFIED A
YEAR AGO. HOWEVER, OUR ABILITY TO PROTECT AND PROMOTE THOSE
INTERESTS IS SIGNIFICANTLY ENHANCED, REFLECTING
THE VAST IMPROVEMENT IN THE STATE OF AMERICAN-JAMAICAN
RELATIONS SINCE NOVEMBER 1976. IN LARGE MEASURE THIS
CHANGE REFLECTS THE GOJ'S CONCLUSION THAT THE CARTER
ADMINISTRATION IS FAR MORE SYMPATHETIC TOWARDS JAMAICA
THAN ITS PREDECESSOR, THE JAMAICAN RECOGNITION THAT THE
U.S. AND THE WEST ARE THE BEST HOPE TO AID JAMAICA'S
FALTERING ECONOMY, OUR SWIFT MOVES TO INCREASE OUR
ASSISTANCE, AND THE ASCENDANCE OF THE MODERATE FACTION OF
THE RULING PEOPLE'S NATIONAL PARTY (PNP). IN THIS SETTING
WE ARE ENDEAVORING TO USE OUR INCREASED OPPORTUNITIES
TO REINFORCE THIS IMPROVED JAMAICAN VIEW OF THE U.S.
TO ENHANCE FURTHER OUR ABILITY TO SEEK OUR GOALS. WE
STILL CONFRONT THE LIVE DANGER THAT ECONOMIC CONDITIONS
WILL WORSEN, LEADING TO UNREST AND THEN TO AUTHORITARIAN
SOLUTIONS. OUR TASK IS COMPLICATED BY THE FACT THAT IN
THE EYES OF MANY JAMAICNS THE CUBAN EXPERIENCE HOLDS
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PAGE 02 KINGST 02123 232248Z

SEEMING LESSONS, AND THE ATTRACTION OF ROMANTIC REVOL-
UTIONARY RHETORIC ERODES THE SEARCH FOR PRACTICAL AND
PRAGMATIC SOLUTIONS.

2. AMONG THE MORE IMPORTANT POLICY ISSUES WHICH WE
SHALL ENCOUNTER IN THE PURSUIT OF OUR GOALS ARE:
-- THE ISSUES DIVIDING THE INDUSTRIALIZED COUNTRIES

FROM THE DEVELOPING COUNTRIES. O HERE WE WILL FIND
OURSELVES VERY OFTEN AT ODDS WITH JAMAICA.

--THE ASSISTANCE MIX. HERE WE WILL CONFRONT THE
CONFLICTING DEMANDS OF "GROWTH" AND "EQUITY", AND
OF "DEVELOPMENT" AND "BALANCE OF PAYMENTS" NEEDS.

-- THE RECONCILIATION OF FREEDOM AND NECESSITY. IF
UNREST BECOMES ENDEMIC, WE FACE A SITUATION IN
WHICH EFFORTS TO RESTORE THE DEGREE OF PUBLIC ORDER
REQUIRED FOR DEVELOPMENTAL ACTIVITIES AND CONTINUED
ACCESS TO BAUXITE MAY INFRINGE HUMAN RIGHTS.

--RESISTANCE TO REGIONALISM. OESPITE THE BENEFITS WHICH
REGIONAL APPROACHES TO AID AND TRADE MAY BE ABLE TO
CONFER, THE JAMAICANS FEAR THAT INSOFAR AS ASSISTANCE
IS CONCERNED, THE EFFECT WILL BE A DILUTION OF DONOR
EFFORTS.

--CONTROL OF NARCOTICS TRAFFIC. MARIJUANA IS AN IMPORTANT
CASH CROP AND A FOREIGN EXCHANGE EARNER (ALBEIT ILLICIT);
INTERDICTION MAY REQUIRE SUBSTITUTION. JAMAICA IS AN
IMPORTANT TRANSIT POINT FOR HARD DRUGS; REGRETTABLY THE
JAMAICANS ARE ILL-EQUIPPED TO DEAL WITH THIS. NBGA-ILLICIT IMMIGRATION
THE U.S. IS ATTRACTIVE-- AND
OFFERS GREATER OPPORTUNITY THAN JAMAICA. THE FUNDA-
MENTAL CURE LIES WITH IMPROVED CONDITIONS IN JAMAICA.
AT A LEVEL BELOW "ISSUES" LIES "IRRITANTS". HERE WE
CONFRONT SUSPICION AS TO OUR MOTIVES AND INTENTIONS, AND
THESE SUSPICIONS ARE SPURRED BY ELEMENTS ON THE LEFT--
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PAGE 03 KINGST 02123 232248Z

OFTEN ENCOURAGED BY CUBA AND THE SOVIET UNION--WHO WISH TO
REVERSE THE PRESENT TREND TOWARDS IMPROVED RELATIONS. AND
THERE ARE SOME IN THE GOVERNMENT WHO TOO FREQUENTLY VOICE
THE SAME RHETORIC.

3. THE COURSES OF ACTION WHICH WE MUST ADOPT IN PURSUIT
OF OUR GOALS ARE ALREADY LARGELY IN TRAIN. FOR EXAMPLE,
OUR TWENTY-FOLD INCREASE IN ASSISTANCE CONTRIBUTES TO
GROWTH AND, WE ANTICIPATE, STABILITY. OUR STANCE ON MANY
OF THE POSITIONS WHICH WE WISH TO ADVANCE -- E.G., HUMAN
RIGHTS, REGIONAL COOPERATION, CONCERN OVER RADICAL RHETORIC,
-- ARE ALREADY WELL KNOWN; HERE OUR TASK WILL BE STEADY
REINFORCEMENT OF THOSE POSITIONS. INSOFAR AS CERTAIN
OF THE SPECIFIC GOALS ARE CONCERNED, OUR EFFORTS MAY
REQUIRE A MEASURE OF RECIPROCITY; EFFORTS TO HAVE JAMAICA
RELAX IMPORT RESTRICTIONS MAY REQUIRE A COMPLEMENTARY
REDUCTION IN OUR OWN IMPEDIMENTS TO JAMAICAN EXPORTS
(SUGAR COMES IMMEDIATELY TO MIND). THE MOST IMPORTANT
ELEMENT AS WE SET OUT IN PURSUIT OF OUR GOALS IS THE
SETTING IN WHICH WE ARE TO WORK. IT IS MUCH IMPROVED
AND OFFERS NEW OPPORTUNITIES. HOWEVER, IT IS ALSO
BRITTLE, AND ITS ABILITY TO WITHSTAND THE STRESS OF

FURTHER ECONOMIC PROBLEMS IS LIMITED. THUS, OUR OPPORTUNITIES PERMIT NO ROOM FOR COMPLACENCY.

4. AND IF WE ARE TO EXPLOIT OUR OPPORTUNITIES, WE SHALL NEED ADDED RESOURCES. OUR STAFFING WAS, UNTIL VERY RECENTLY, PREDICATED ON A LOW LEVEL OF OFFICIAL RELATIONS. WHILE THE USAID MISSION HAS ALREADY BEGUN TO GROW TO MEET ITS NEW RESPONSIBILITIES, THE REST OF THE MISSION MUST ALSO BE marginally ENLARGED --THE POLITICAL SECTION AND USIS HAVE THE MOST PRESSING NEEDS-- AND OUR MISSION ADMINISTRATIVE EFFORTS MUST, AS WE HAVE RECOMMENDED, BE RATIONALIZED. AS WE WILL SAY IN OUR BASIC MESSAGE.

SECRET

SECRET

PAGE 04 KINGST 02123 232248Z

"OUR GOALS AND OBJECTIVES ARE PRECISE, AND CAPABLE OF ACHIEVEMENT. THE SETTING IN WHICH WE ARE TO PURSUE THEM IS VERY SUBSTANTIALLY IMPROVED. OUR EFFORTS HAVE, IN LARGE PART, ALREADY BEGUN. OUR GREATEST NEED IS FOR THOSE MARGINAL ADDITIONS TO STAFF WHICH WILL LET US TAKE UP OUR TASKS MOST EFFECTIVELY."

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